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PACIFIC TELESIS
Group-Washington

March 17, 1995

William F. Caton
Acting Secretary
Federal Communications Commission
Mail Stop 1170
1919 M Street, N.W., Room 222
Washington, D.C. 20554

Dear Mr. Caton:

Re: *CC Docket No. 94-102; RM 8143*

On behalf of Pacific Bell, Nevada Bell and Pacific Bell Mobile Services, please find enclosed an original and six copies of their *"Reply Comments"* in the above proceeding.

Please stamp and return the provided copy to confirm your receipt. Please contact me should you have any questions or require additional information concerning this matter.

Sincerely,

Gina Harrison/AFC

Enclosures

Before the
FEDERAL COMMUNICATIONS COMMISSION
Washington, D.C. 20554

In the Matter of Revision of the Commission's rules to ensure compatibility with enhanced 911 emergency calling systems	CC Docket No. 94-102 RM-8143

REPLY COMMENTS OF PACIFIC BELL, NEVADA BELL AND PACIFIC BELL MOBILE SERVICES

Pacific Bell, Nevada Bell and Pacific Bell Mobile Services ("Pacific") hereby respond to selected comments filed in the above-captioned proceeding relating to the compatibility of PBX equipment and wireless services with 911 systems.[1]

I. AMENDMENT OF PART 68 RULES TO REQUIRE COMPATIBILITY OF PBX EQUIPMENT WITH ENHANCED 911 SYSTEMS.

As we indicated in our comments, we strongly support the Commission's proposed rule with respect to PBX equipment.[2] In California, we have already taken steps to make the necessary changes in our network to support this rule. By the end of 1995, we project that we will be able to offer California customers using private switches the ability to add their telephone numbers and associated location information to the Pacific Bell E9-1-1 database for display at the public safety answering point ("PSAP"). Consequently, we are

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[1] In the Matter of Revision of the Commission's Rules to Ensure Compatibility with Enhanced 911 Emergency Systems, CC Docket 94-102, Notice of Proposed Rulemaking, released October 19, 1994 ("NPRM").

[2] Pacific's Comments, p. 2.

concerned about some of the allegations contained in the comments with respect to local exchange company ("LEC") involvement in 911 services and LEC database administration.

A. Pacific Bell Has Not Been a Roadblock to the Transmission of Station Identification Information.

North American Telecommunications Association ("NATA") alleges that the LECs have not offered PBXs or other CPE the type of interconnection on switched services that would enable CPE systems to transmit station identification information in a format that would be accepted and processed by the telephone network. "Accordingly, there has been no reason for manufacturers to design CPE that would routinely transmit such information to telephone network switches."[3] NATA conveniently ignores the fact that Bellcore TR350 which contains the specification for interconnection with 911 has been available for 10 years. This document contains all of the information CPE vendors need to develop equipment to support the transmission of station identification information. The reason that we have not offered a tariffed transmission service for this information is that there has been no demand for it from PBX customers. However, as noted in our comments because of interest indicated by our customers, we will be offering a tariffed service in California in 1996.

B. Database Administration Can Be Provided Appropriately by the LECs.

Several commenters raised issues related to the database.[4] For example, some commenters raised privacy concerns regarding information in the database and the fear that if a LEC maintained that database it would make anti-competitive use of the information contained

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[3] NATA, p. 5 quoting previous comments made on Adcomm Engineering's Petition for Rulemaking.

[4] See e.g., Cable Plus, p. 3; Redcom Laboratories, p. 4; Ad Hoc Telecommunication's Users Committee, p. 10.

in the database.[5] Privacy and anticompetitive concerns are unfounded. Information in a 911 database is very limited. It consists of the name, address and phone number. The database itself is a discrete database that is maintained separately from other databases. Marketing personnel do not have access to the 911 database. Except for unlisted customers and PBX station information, the same information can be found in published directories. Even non-published customers want their address and phone number included in the 911 database. Consequently, there should be no privacy concerns associated with the very limited information in the database.

Other issues concerning the database include access to the database and liability for inaccurate information. We propose that the PBX owner transmit the location information to the database administrator in the format required by the database. However, we agree with BellSouth that PBX owners should not have direct access to the database.[6] The database administrator should actually input the data. The potential for corrupting the information in the database increases dramatically as more and more people have access to it.

Cable Plus argues that if LECs offer the database service, they should be held accountable for its reliability.[7] The basis for this position appears to be Cable Plus's allegation that the only recourse that Cable Plus has to correct LEC-caused network or database problems is to disconnect the service, according to the terms and conditions of the LEC contract.[8] Cable Plus rightly asserts that disconnection is an unacceptable solution because it removes the ability

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[5] Ad Hoc Telecommunications Users Committee, p. 10; Redcom Laboratories, p. 2.

[6] BellSouth, p. 10.

[7] Cable Plus, p. 3.

[8] Id.

of providing ANI and ALI to the PSAP. However, Cable Plus exaggerates the required remedy. First , they provide no specifics about what kind of database problems they have encountered. But more importantly, if there are database problems there is no reason why they cannot be resolved without resorting to disconnection. The LEC shares the same interest in transmitting the correct information to the PSAP. However, since the information did not originate within the LEC, the database administrator should not in any way be held liable for the accuracy of the information provided to it by the PBX owners.

C. The FCC's Rules Relating to PBX's Should Also Apply to Centrex.

Northern Telecom raises the issue that if the Commission's rules do not apply to Centrex, they should.[9] We agree. Likewise, we agree with APCO, NENA and NASNA that access to 911 without dialing an access code such as 9 should be available for all phones including phones serviced by central office systems.[10]

NATA is concerned that the proposed rule imposes E911 trunk costs on PBX and key system users and not on Centrex users. Consequently, NATA alleges that the LECs will have a strong incentive to overprice the trunks in order to given an advantage to their Centrex service.[11] Customers choose PBX, Centrex or key systems on the basis of which system fits their overall needs best. The E911 trunk costs will be a factor in that decision but it can hardly be claimed that it is a deciding factor that will cause customers to abandon PBXs in favor of Centrex. There are a variety of advantages and disadvantages to all of these systems

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[9] Northern Telecom, p. 5.

[10] APCO, NENA and NASNA, pp. 18-19.

[11] NATA, p. 20.

that will be evaluated as a whole by customers. Moreover, with the advent of ISDN lines, additional PBX trunks are unnecessary for PBX users. Finally, the trunk rates are tariffed rates subject to regulatory review. Consequently, pricing levels will be appropriate to the service.

D. The Rules Should Provide for an Exemption for Small PBX Systems.

Several commenters raise the issue that small PBX systems should be exempt from the rules because the location information of small systems serving one location does not need to be broken down to the station level.[12] Consequently, the additional expense to provide station identification information is not justified. We agree that for certain small systems information on each station location is unnecessary. We support the California Public Utilities Commission's ("CPUC") proposal that what constitutes a single location should be left to state and local governments.[13]

II. COMPATIBILITY OF WIRELESS SERVICES WITH ENHANCED 911

The comments on wireless issues revealed a great deal of concern regarding technical difficulties associated with E911. Several comments urged the Commission to either chose a negotiated rulemaking[14] or defer the proceedings so that the industry can have additional time to resolve the difficult technical issues before specific rules are imposed.[15] While we agree that there are difficult technical issues to resolve, particularly with respect to three dimensional location information, we believe it is appropriate for the Commission to

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[12] See e.g., California Public Utilities Commission, pp. 2-3.

[13] Id.

[14] Northern Telecom, p. ii.

[15] Nynex, p. 3; CTIA, p. 17.

continue with this rulemaking provided its rules make accommodations for some technical issues that remain unresolved.

A. 911 Availability.

1. Traditional SMRs Should Not Be Required to Provide Direct Access to 911.

American Mobile Telecommunications Association ("AMTA") urged the Commission to forebear from imposing enhanced 911 obligations on traditional SMR providers.[16] We agree. As long as the SMR does not provide interconnected service to the public, it should be exempt since the dispatcher acts as an intermediary PSAP. However, if the SMR begins to provide interconnected service, it should have the same 911 obligations as other wireless providers.

2. Providing Access From 911 From Non-initialized Mobile Units Is An Appropriate Goal But Technical And Cost Issues Must Be Resolved.

A critical issue with respect to 911 availability is what rules to apply to mobile units which are not initialized, i.e., the purchaser of the unit has not subscribed to service or the service has been discontinued due to non-payment. The Consumers First and Ad hoc Alliance for Public Access to 911 urges the Commission to require CMRS providers to accept 911 service calls from any mobile unit without regard to prior service arrangements.[17] While we do not object to processing 911 calls from non-initialized units, we caution that calls from a mobile unit can only be processed by a base station that operates on the same mobile technology. In the area of PCS, a provider of GSM based service will not be able to accept a

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[16] AMTA, p. 8.

[17] Consumers First and Ad Hoc Alliance for Public Access to 911, p. 6.

call from a mobile unit that uses CDMA technology. Consequently, the Commission must make clear that any requirement to process calls from non-initialized units is limited to the availability of a compatible mobile system in the area in which the call is being placed. Also, the wireless carrier must be able to distinguish between non-initialized calls to 911 and other non-initialized calls in order to prevent fraudulent use of its system. Finally, as we noted in our comments, there is a cost issue associated with providing any service to non-paying customers that must be addressed.

3. The Handling Of Calls In Areas Where There Is No 911 Service Available Should Be Decided At The State Level.

SBC Communications requests that the Commission clarify how 911 calls made in locations where 911 service is not available are to be handled.[18] In the interest of parity, wireline and wireless should be treated in the same way in those locations where 911 service is not available. We believe this issue is best handled at the state level and we urge the Commission to defer this issue to state authority.

B. Assigning Priority To 911 Calls Raises Difficult Issues And Can Be Resolved Through A Network Based Solution Rather Than A Handset Solution.

The comments raised some difficult issues with respect to call priority. One of the problems with wireless 911 is that many callers will report the same incident so all calls coming in from one area would appear to be related. APC suggests that a call from a totally different area be inserted in the queue in a higher priority position than the existing calls that are concentrated in one area.[19] However, it may be incorrect to assume that all calls from one

[18] SBC Communications, p. 9.

[19] APC, p. 4.

area are about the same incident. One alternative may be to have recorded announcements that state if a caller is reporting an incident at a given location, that incident has already been recorded; if not, the caller should stay on the line. In any case, as we stated in our comments, we believe that the appropriate place to assign priority is at the first point of switching rather than at the handset. We again urge the Commission to consider a network based solution prior to setting any effective date. A network based solution will avoid the issue of having to retrofit the approximately 30 million cellular handset already in the market.

C. The Most Important Step For The Commission To Take With Respect To User Location Information Is To Adopt A Universal Address Format.

The comments on the Commission's timetable[20] for user location information were diverse to say the least. They ranged from compressing the timetable to three years for three dimensional information[21] to vendors that stated that they could meet the five year accuracy standard set by the Commission now[22] to requests that the Commission defer consideration of specific proposals pending further review by industry experts in forums convened to reach consensus on the technical and other issues associated with wireless E911.[23]

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[20] The Commission proposes three phases that are broken down in the following manner: 1) one year from the effective date of the order wireless base stations be capable of routing 911 calls with sufficient location information to permit interconnection of the mobile station to the PSAP closest to the mobile caller; 2) three years from the effective date of the order the ALI information provided to the PSAP must include an estimate of the approximate location and the distance of the mobile unit from the receiving base station or cell site, calculated on the basis of the received signal strength or some other method; and 3) five years from the effective date of the order the mobile station must be located in a three dimensional environment within a radius of no more than 125 meters. NPRM, paras. 49-51.

[21] County of Los Angeles, p. 7.

[22] KSI, p. i.

[23] Nynex, p. 3.

We have no quarrel with the Commission's goal of achieving a certain degree of accuracy in a three dimensional level. This goal is in the public interest. However, the record is very contradictory as to whether technology can support a goal of locating a mobile station in a three dimensional environment within a radius of no more than 125 meters in 5 years. For this reason, we urge the Commission to proceed with caution.

Nevertheless, the Commission can help achieve that goal by establishing a standard format for transmitting three dimensional information. For example, the Commission could state that all latitude, longitude and altitude will be transmitted in 24 units with 8 units applied to each respectively (the GPS format). The creation of this universal address format would assist in the technological development within the industry without favoring a specific technology. We strongly oppose the suggestion of the State of New Jersey that the Commission appoint a committee to review all know locational systems and to recommend to the Commission a preferred wireless ALI and ANI method within two years.[24] There is no reason for the Commission to micro-manage wireless carriers by selecting a particular technology. Wireless carriers are in the best position to select a technology that meets their needs provided it meets Commission requirements.

In sum, with respect to user location information for Phase I, we recommend that 18 months from the effective date of this order wireless providers would be required to design their systems so that the location of the base station or cell receiving the 911 call from a mobile unit is relayed to the PSAP. We further recommend that the Commission dispense with

[24] State of New Jersey, p. 16.

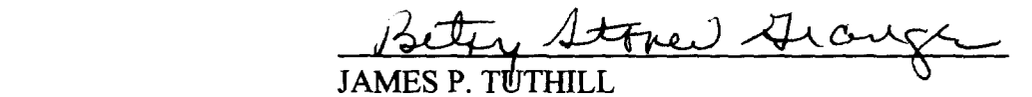
Phase II entirely for reasons discussed in our comments.[25] With respect to Phase III, we urge the Commission to adopt a protocol for a universal three dimensional address and at the time that there is sufficient evidence that technology exists to transmit three dimensional information within a certain degree of accuracy, then the Commission should set a deadline for compliance.

III. CONCLUSION.

We strongly support the Commission's efforts to ensure broad availability to 911 and enhanced 911 to users of wireless services and private switches. As noted in the above, there are some difficult issues to be resolved. However, one of the most important steps the Commission should take to achieve its goal would be to adopt a universal address format that could be used by all 911 databases for both landline and wireless calls. This would provide a standard framework to which different technologies would conform and it would spur technological development.

Respectfully submitted,

PACIFIC BELL, NEVADA BELL
PACIFIC BELL MOBILE SERVICES



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[25] Pacific, p. 5.